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ABSTRACT

This project surveyed planners in coastal zone management and 208 programs in New England to determine what type of skills and/or experience were required for planners to implement successful public participation programs. The research indicated that prior experience is more directly related to perceived adequacy than either academic or experiential background and therefore concluded that all planners should receive, as part of their professional preparation, specific training that will give them a viable substitute for this experience before they begin their professional careers. Recommendations for such a curriculum, stressing the importance of the development of public communication skills, are provided. (Author/CO)

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IDENTIFYING AND MEETING TRAINING NEEDS FOR PUBLIC PARTICIPATION RESPONSIBILITIES IN WATER RESOURCES PLANNING

Completion Report
Project No. B-063-MASS
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by

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ABSTRACT

Legislative mandates are increasingly assigning to water resources planning agencies the responsiblity for conducting public participation programs. Few planning programs, however, have the resources to employ professionals with specialized training in the types of skills that are crucial to successful public participation programming, and planners themselves are often required to perform this function in addition to other duties. This project has documented the extent of this situation through a survey of planners in Coastal Zone Management and "208" programs in New England. The survey also determined these practitioners' educational and experiential preparation for performing public participation functions, as well as their own perceptions of the relative importance of those functions and the adequacy with which they were carried out. The research indicates that prior experience is more directly related to perceived adequacy than either academic or experiential background and therefore concludes that all planners should receive, as part of their professional preparation, specific training that will give them a viable substitute for this experience before they begin their professional careers. Recommendations for such a curriculum, stressing the importance of the development of public communications skills, are provided.

Criteria for effective public participation programming were developed from the literature and citizen participants in "208" programs were surveyed to determine their perception of effectiveness. Information developed through these research tasks also substantiates the need for professional preparation for responsibilities involving direct public contact.

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INTRODUCTION

In contrast to the situation existing a decade ago, formalized citizen participation in water resources planning is no longer a new phenomenon. As citizens have expressed their rising concern with environmental issues through demands for inclusion in the planning process, federal legislation has responded with specific mandates for such involvement. As notable examples, two pieces of legislation which have included specific mandates for integrating public involvement into their respective decision-making processes have been the Federal Water Pollution Control Act (FWPCA) Amendments of 1972 and the Coastal Zone Management (CZM) Act of 1972. These water resources planning laws have carefully provided for responsible citizen participation activities in their respective planning areas and implementing regulations have laid out guidelines by which such participation is to be achieved. Thus, planning agencies have been charged with not merely accepting, nor passively inviting citizen participation, but rather, actively seeking out and genuinely promoting public input and cooperation. Agencies now have the responsibility for developing and implementing viable public participation programs for which they are held accountable.

Although legislation such as the FWPCA and CZM are laudable steps toward achieving citizen involvement, the mandates for effort and funding do not by themselves insure successful achievement of stated goals. That achievement depends, in large part, on the skill and enthusiasm with which these goals are pursued and the effectiveness with which funds are expended.

While funding support is an essential first ingredient for viable citizen participation programs, it does not, in itself, insure the effectiveness of a program. Equally crucial is the ability of a staff, so supported, to carry out the tasks essential to effective public communications. In current practice, that ability appears to be a function of individual personality and background. Some members of a planning staff may naturally possess abilities conducive to public communication, but others, while very technically competent, may not. As there has been no unified body of knowledge to give them guidance in their public participation responsibilities, they have largely been forced to rely on their own individual skills, to proceed on a "trial and error" basis, and learn from scattered documentation of each other's efforts.

The need for specific training of water resources planners in the general human relations field as well as in written and oral communication has been identified by several writers (Murdock, 1974; Dysart, 1974; Ertel and Koch, 1976; Francis and Jordan, 1977; Orlick, 1978). Given the necessity for public participation programs and the difficulties that have been experienced in the past, it becomes clear that responsibility for their direction and execution should be seriously considered and assigned accordingly. What is needed is a professionalization of this increasingly important aspect of the planning process, and as in the case of any profession, specific training in appropriate areas.

Few water resources planning programs, however, have been able to support a full-time staff person with professional training in public communications. The more common occurrence is that of one or several planners, often those most new to the field, being assigned the

responsibility for "doing" public participation, regardless of their preparation for the task. As Orlick (1978) has pointed out, "A planning degree should, but does not necessarily, indicate that a student has acquired basic communications skills". Water resources programs need planners who have received training in both the theoretical background of citizen participation and in the means for operationalizing programs in the field. This training should prepare them for the responsibilities nearly all will need to undertake to some degree. Such training would result in more effective public involvement, more efficient use of resources, and greater personal satisfaction in the professional field.

The objective of this project was to determine what skills are most relevant to achievement of these goals. This was accomplished through survey research and a definition of effectiveness criteria derived from the professional literature.

SURVEY OF PUBLIC PARTICIPATION PRACTITIONERS

The purpose of this survey was to identify those skills which most need to be fostered in the course of professional planning training, and thus to design a course of study for inclusion in a graduate planning curriculum. All citizen participation practitioners in the Coastal Zone Management and area-wide water quality ("208") programs in New England were surveyed by mailed questionnaire (See Appendix A). The overall purpose of the survey was to construct a characteristic profile of this group. The profile described the group's experiential and academic background as relevant to citizen participation responsibilities, their attitudes toward citizen participation, the types of tasks they most often perform, the importance they attach to these tasks, and their own perceived success in performing them. Results of the practitioners' survey are based on a response rate of 83.4% (131 out of 157 applicable cases).

In the area of professional experience, the median number of years of experience in planning was found to be 4 with a mean of 5.45. These findings indicate a rather youthful population which indeed is borne out by the median age of 29 years with a mean of 31.3 years. This means that for many of these young professionals, 208 and CZM planning have constituted the bulk of their planning experience. Most, too, have gained their specific citizen participation experience in either, or both, 208 and CZM planning.

Responses on income level showed that equal percentages (16.2%) make less than $10,000/year and greater than $20,000/year, with almost

half (45.4%) making between $10,000 to $15,000/year (1977 dollars). The remaining 22.3% fall within the $15,000 to $20,000 category. As would be expected, income was significantly ($p < .001$) associated with age and years of experience. These figures emphasize the indication that citizen participation responsibilities are most often assigned to young, relatively inexperienced planners.

Another important factor studied was the percentage of work time actually devoted to citizen participation. It was viewed from two perspectives: (1) over the entire span of years in citizen participation, and (2) at the time of the survey. (It should be noted that due to the conclusion of some of the 208 and DZM programs, only 89.3 of those responding were still actively involved in citizen participation.) The results of responses from these two perspectives were very similar, as shown in Table 1. The table shows that almost 90% of those individuals currently performing citizen participation tasks are splitting their time between those and other planning tasks, with only about one-tenth constituting full-time citizen participation practitioners. This finding validates the original hypothesis of the research that all planners, not just a select few, are expected to undertake such responsibilities and need preparation for them.

A highly significant, positive relationship ($p < .001$) exists between the sex of the respondent and the percentage of time spent on citizen participation tasks, with females tending to hold positions with greater percentages of time devoted to these tasks. This finding should be viewed in association with the demographic data revealing that almost a third

TABLE 1

PERCENTAGES OF WORK TIME DEVOTED TO CITIZEN PARTICIPATION

OVER ALL YEARS OF PLANNING EXPERIENCE AND CURRENTLY

Percentage of Time Devoted to CP	TIME FRAME: Over All Planning Years Including CP	TIME FRAME: Currently
1-25%	63.2%	61.2%
26-50%	15.2%	20.7%
51-75%	11.2%	6.9%
76-100%	10.4%	11.2%
	100.0%	100.0%

(29.8%) of the respondents were women. Although no statistics are available for comparison with entire planning staffs, both these findings support the subjective observation, made prior to the research, that citizen participation responsibilities are most often assigned to female personnel. Whether this situation reflects perceived abilities or a relegation of women to what is viewed by supervisors as a planning task requiring less professional competence is a question open to speculation.

Information on the educational and experiential background of the respondents was requested in considerable detail, since it had been hypothesized that a relationship would exist between relevant backgrounds and assignment to citizen participation responsibilities. The wide variation in responses did not support this hypothesis, but did further indicate the need for explicit training. The general educational level was found to be quite high, with 62.6% having at least a master's degree. The subject majors were quite varied and included 75 different degree majors. These were categorized into eight groups which resulted in Table 2's breakdown of the total of 222 degree major responses.

TABLE 2

DEGREE MAJORS OF CITIZEN PARTICIPATION PRACTITIONERS

Degree Category	N	%
Natural Sciences	48	21.6
Planning	44	19.8
Liberal Arts	31	14.0
Political Science and Law	24	10.8
Other Social Sciences	23	10.4
Engineering	21	9.5
Environmental Studies	12	5.4
Communications	7	3.2
Business	7	3.2
Education	5	2.3

This table most notably illustrates that backgrounds most relevant to the technical aspects of planning are predominant, while those which could well be expected to contribute to citizen participation skills were those least frequently reported.

The respondents reported that 44.6% of them had attended some sort of special program, such as workshops and conferences, designed for aid in performing citizen participation responsibilities. These ranged from nationally-staged EPA programs to intra-agency meetings with time ranges of 2 hours to 8 weeks. As to the benefit of these programs as a whole, only 2.5% felt them to be of no benefit, 22.8% thought the programs slightly beneficial, 35.4% felt them to be moderately beneficial, and 39.2% thought them to be very much of a benefit. The hard fact remains, however, that over half of the respondents had never had, or taken, the opportunity to participate in any kind of on-the-job training.

Only 25.2% of the respondents indicated that they had done any special study, such as lectures, papers, readings, courses or special projects dealing with citizen participation.

Relevant prior experience, in contrast to academic preparation, was more common. Approximately half (49.6%) of the respondents replied that they had worked in other positions involving close contact with the public, and these were fairly equally distributed throughout the broad occupational areas of politics/government, civic/community work, retailing, public relations/information, education and media.

In order to obtain information on specific citizen participation tasks, a comprehensive question was included which asked those polled to indicate (1) how important they felt each task to be, (2) whether or not

they had performed each task, and (3) if they had, how successful they felt they had been in performing each task. The results, yielding very interesting information, are summarized in Table 3. A very obvious trend can be seen in the responses in the first two columns of Table 3. The three tasks deemed most important and most frequently performed, i.e., organizing citizen advisory groups, organizing public meetings, and conducting public meetings, are three "conventional" strategies which are specifically mandated by programmatic guidelines. The remaining tasks are left more to the discretion and initiative of practitioners, are viewed as less important, and are less frequently performed. While the conventional strategies are undoubtedly critical, previous research (Ertel, 1979a) has shown that a vigorous public participation program requires a greater variety of strategies, particularly in regard to effective use of the media. These findings thus indicate that present and future practitioners need encouragement, through training, in the use of these strategies.

The third column of Table 3 indicates that a consistently high proportion of the respondents perceived themselves as performing each task at a good to excellent level. While encouraging, these results must be viewed in light of the known proclivity of individuals to think more highly than critically of their own performance. In general, correlations of the data revealed that main contributing factors to feelings of total success in citizen participation are those reflecting <u>experience</u>, i.e., number of tasks performed, years of field experience, age, and familiarity with the planning region. It is exactly for the purpose of giving budding professionals some viable substitute for this background, without having

TABLE 3

PERCENTAGES OF RESPONSES TO IMPORTANCE OF HAVING PERFORMED AND PERCEIVED SUCCESS IN SPECIFIC CITIZEN PARTICIPATION

CITIZEN PARTICIPATION TASK	Percentage Responding Task to Have Major Importance	Percentage Having Performed Task	Percentage Responding a Feeling of Good or Excellent Success with Task
a. organizing citizen advisory groups	74.8	78.3	76.5
b. writing study reports	34.9	89.8	88.6
c. writing pamphlets, newsletters, etc	47.2	81.7	89.2
d. developing audio/visual materials	44.4	72.7	68.5
e. presenting audio/visual materials	48.8	88.9	80.2
f. organizing public meetings	74.6	92.1	86.9
g. conducting public meetings	80.2	90.6	90.1
h. notifying media by telephone	30.3	77.2	76.8
i. writing press releases	37.1	78.1	79.8
j. holding press conferences	12.6	33.3	63.4
k. enlisting volunteer community help	42.9	60.5	63.9

to learn by lengthy and costly experience, that planners need explicit training before they begin their professional careers.

CRITERIA FOR EFFECTIVE PUBLIC PARTICIPATION

This project also developed, from the literature, a set of citizen participation "effectiveness" criteria and analyzed these criteria in relationship to the New England practitioners' experiences. These criteria are here discussed individually in light of the survey results and their relationship to training needs.

Availability and Use of Resources

Two major points were presented in this criterion; first, that funding and staffing must be sufficient to establish close community contact (Ertel, 1979b; Murdock, 1974) and second, that staff must use available resources widely and draw from community resources (People Power, 1974). Responses reveal that 63.1% and 59.0% of those polled felt limited by availability of funds and staff, respectively. This indicates that field practitioners feel that adequate resources have not been provided to carry out their respective citizen participation mandates.

Regarding the point of utilizing community resources, 63.9% of those who had been responsible for this task felt their success to be good to excellent. However, only 60.5% of the total respondents were involved here, indicating that it is necessary in training to impress upon students the potential value of volunteer community resources and give them ideas on how to capitalize on it.

Positive Staff Attitudes

Considering the criterion that practitioners, to be effective, must sincerely feel that citizen participation is useful (Bolle, 1971; Frauenglass, 1971; Eigerman, 1974; Orlick, 1978), a large majority of

respondents (83.8%) said usually or always, indicating a good general attitude of those polled. The other one-fifth responding less favorably, however, reinforces a need for this point to be an integral part of any training course.

Visibility of the Planning Process

An overwhelming majority of the respondents (96.0%) agreed that the criterion of an open planning process in full public view (Cook, 1971; Eigerman, 1974; National Water Commission, 1973) reflected their personal view regarding citizen participation. This reveals excellent correlation to this criterion and implies that it should continue to be emphasized.

Timely Inclusion of Citizens

Early and continued inclusion of the public in the planning process has been identified as an important criterion, as contrasted with the literature's description of the "show and tell" (Freidrich, 1975), "announce and defend" (Ertel and Koch, 1977), or "fait accompli" (Sax, 1971) approaches. Seventy-six percent of those responding indicated agreement that citizen involvement should be integrated into "all aspects of the planning process." This wording on the questionnaire which, unfortunately does not precisely reflect "early and continued inclusion", may be a reason why 24% disagreed on this point. Another reason may be residual professional negativism or elitist attitudes. The results, however, do indicate a necessity for the consideration of this point in any training course.

Identification and Involvement of Diverse Interests

Identification of specific publics, i.e., those groups of people

who have an observable state in the planning process has been identified as an important criterion for effective programming (Wengert, 1976; Pankowski, 1972; Wright, 1974). Respondents were asked their agreement with identification of publics (90% agreement), involvement of special interest groups (97.5% agreement) and involvement of elected officials in particular (98.4% agreement). This reveals that most field practitioners do recognize the importance of identification and inclusion of these interest groups, indicating good correlation with this criterion.

Issue/Impact Orientation

It is important for citizens to have clear perceptions of various issues and the impacts of alternatives being considered (Ingram, 1971; Ortolano, 1974; Wagner and Ortolano, 1975). Agreement of respondents to this concept was 95%, again indicating good correlation of field circumstance to theoretical criteria.

Balanced Voices

For citizen participation activities to genuinely reflect the needs of a wide range of people, it is important that a balanced viewpoint be maintained, that conflicting interests be compromised, and that no interest be allowed to "bulldoze" the others (Curran, 1971). In view of the fact that this situation can occur if very vocal citizens sway a public meeting and thus not accurately reflect the actual diversity of views, respondents were asked to rate the importance of being able to conduct public meetings. Of those responding 96.1% felt this to be of major or medium importance. Further, 90.1% of those who had actually done it felt that their success had been good to excellent. Being able to direct involved

citizens towards constructive cooperation and equal voices is a skill which must definitely be fostered in any training course.

Public Education and Information Transfer

Sufficient public education and information transfer as an important criterion of effectiveness (Frauenglass, 1971; Tucker, 1972; Allee, 1974; Ertel and Koch, 1977) were measured in the survey by polling the individuals as to their opinions of the importance of numerous specific related tasks, including the preparation and presentation of educational materials and contact with the media. Results clearly revealed that emphasis in a training course should be placed on tasks of this type, including use of layman's language, effective graphics, and good media coverage.

SURVEY OF PUBLIC PARTICIPANTS

A supplemental survey conducted during the course of this project was directed to a statistically selected sample of members of Public Advisory Committees associated with "208" planning agencies in New England. The interest in participant views is a natural extension of the enlarged role of the participant. If the public is considered competent to express opinions on goals and objectives of the overall plan, then this competence should extend to the goals of the participation plan as well. These goals are exactly what is meant here by criteria of effectiveness. Perhaps planners are wasting everyone's time with activities to encourage certain kinds of public input which the participant considers unnecessary? The public has gained experience too and, perhaps, mutual agreement on participation priorities can be reached which will be helpful to all concerned.

As a graduate thesis, this survey had objectives beyond the scope of this report. Of major relevance here, however, is its objective of determining which participatory aspects of the planning process the 217 respondents deemed most important and which met their perception of effective accomplishment. Twenty-two specific criteria, based on the same literature as described in the previous discussion, were defined, and the respondents were given the following instructions:

> We would now like you to think about specific aspects of your participation and how they may have influenced your overall impressions about the program. Listed below are criteria often mentioned as contributing to an effective citizen participation program. Please rate each statement twice.

> First, rate how important you feel each statement is to an effective citizen participation program
> Second, rate how true you feel each statement is of the program in which you participated.

With a mean based on a rating system of: 1-not at all effective or important; 2-slightly effective or important; 3-moderately effective or important; 4-extremely effective or important, the results were as shown in Table 4.

The most obvious conclusion to be drawn from these findings is that, for all criteria, the perception of their importance exceeded the perception of their effective accomplishment. In other words, reality never matched expectations, thus substantiating the need for improved public participation programming.

Another result from more detailed analysis of this data base sheds further light on the attitudes of the citizens as compared to the practitioners. When asked to rate the criteria of staffs' adequacy in communication skills, 78% of the respondents considered this to be "extremely important", but only 32% considered that actual performance had been "extremely effective."

The results also indicated that, in order to accomplish all the criteria, the public respondents placed great importance on staff attributes. When the "importance" responses were grouped as to high, average, and low, the criteria of general staff competence and adequacy of communication skills were considered to be in the category of highly important. This finding further substantiates the previous conclusions of this report that more serious consideration should be given both to development of communication skills and to selection of planners who can demonstrate facility in those skills along with overall technical competence.

Table 4. Respondent Ratings on the Importance and Effectiveness of 22 Aspects of the "208" Public Participation Program

	Criteria Statements	Mean Rating-Importance	Mean Rating-Effectiveness
1.	The process of planning is open, in full public view.	3.6	2.9
2.	The final plan is likely to be implemented.	3.6	2.7
3.	Citizen participation occurs in all parts of the planning process.	3.2	2.5
4.	Issues and impacts are clearly identified.	3.2	3.0
5.	Elected officials are involved in the planning process.	3.3	2.6
6.	Special publics affected by the plan are identified.	3.4	2.8
7.	Roles and responsibilities of planners and citizens are clearly identified.	3.5	2.8
8.	Special interest groups are involved in the planning process.	3.1	3.0
9.	Planners have adequate training in communication skills.	3.7	3.1
10.	Long term effects of the plan on the public at large are considered.	3.8	3.0
11.	Conflicts are resolved by reaching mutually acceptable alternatives.	3.5	2.9
12.	The planning staff is competent.	3.8	3.4
13.	Costs and benefits are clearly identified.	3.6	2.7
14.	The plan is adjusted to the input of citizen members.	3.3	2.9
15.	An increased feeling of cooperation results between citizen and staff.	3.5	2.9
16.	The participant experiences personal feelings of satisfaction.	3.2	2.6
17.	Adequate financial support is made available by the agency in charge.	3.5	2.7
18.	An adequate number of staff members is available.	3.6	3.1
19.	An increased feeling of understanding between the citizens and the planning agency results.	3.4	2.7
20.	Citizens take an active role in the planning process, often initiating action.	3.2	2.4
21.	The planning process can be described as a two-way communication process.	3.6	2.8
22.	Efficient use is made of citizens' time.	3.5	2.6

CONCLUSIONS

In summary, the results of the practitioners' survey have shown that actual field practice in the New England 208 and CZM experience has reflected, in their eyes, programs which meet a high level of effectiveness according to criteria defined in the literature. They have also indicated that experience in the field is the main contributing factor to successful performance.

Results from the citizen participants' survey revealed that they consider competence in communications skills as highly important, but do not view the performance of related tasks as being performed with as high a degree of effectiveness as do the practitioners.

As a strategy for improving staff competence that will result in more effective programs, this study recommends that specific training in the theory and practice of citizen participation should be a part of all planners' professional preparation. A suggested course outline for inclusion in graduate planning curricula has been prepared, in order to achieve the goal of providing students with a reasonable facsimile of field experience (See Appendix B). The suggested course materials have two major foci: the socio-political background of citizen participation and practicial strategies and techniques for its implementation. Basic course materials are supplemented by readings and guest lectures of a more specific nature. It is also recommended that emphasis be placed on student projects which will enable them to gain expertise in actual use of the many strategies needed for successful performance of citizen participation responsibilities.

Although water resources planning is the basic context of the course, due to the orientation of the research which led to its design, its value will transcend that specific planning field, since the training provided will be applicable to all planning areas. Students receiving this training should be better prepared than are current practitioners for developing and implementing effective citizen participation programs.

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PLEASE RETURN BY APRIL 3, 1978

CITIZEN PARTICIPATION PRACTITIONERS QUESTIONNAIRE

(1) How many years of professional experience do you have in planning?
(round to nearest year, using "0" if less than 6 months) _____years

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(2) Of these years in planning, how many have included citizen participation responsibilities?
(round to nearest year, using "0" if less than 6 months) _____years

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(3) During these years which have included citizen participation responsibilities, on the average what percentage of your work time has been devoted to these responsibilities? (check (✓) response)

( ) a. 1 - 25%

( ) b. 26 - 50%

( ) c. 51 - 75%

( ) d. 76 - 100%

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(4) Have you ever worked in other positions involving close contact with the public such as public relations, public information, media, retailing, etc.? (check (✓) response)

( ) yes ( ) no

If yes, please specify type of work and number of years of experience.

	Type of Work	Number of Years
a.	_____	_____
b.	_____	_____
c.	_____	_____
d.	_____	_____

(5) Under which of the following programs have you held citizen participation responsibilities? (check (✓) as many as apply)

( ) a. '208' Planning

( ) b. Coastal Zone Management Planning

( ) c. other water resources planning programs

( ) d. planning programs other than water resources

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(6) Does your current work include citizen participation responsibilities? (check (✓) response)

( ) yes ( ) no

If yes, then what percentage of your work time is now devoted to citizen participation activities? (check (✓) response)

( ) a. 1 - 25%

( ) b. 26 - 50%

( ) c. 51 - 75%

( ) d. 76 - 100%

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(7) Please list all degrees you have earned and the major subject areas.

	Degree	Major
a.	_____	_____
b.	_____	_____
c.	_____	_____
d.	_____	_____

(8) Have you ever attended any special programs designed to help you perform citizen participation responsibilities, such as workshops, conferences, training courses, or seminars? (check (✓) response)

( ) yes ( ) no

If yes, please specify below: Program Title and Sponsor	Month/ Year	Hours Spent	Was it beneficial to you? No	Slightly	Moderately	Very Much	Don't Know
a.			( )	( )	( )	( )	( )
b.			( )	( )	( )	( )	( )
c.			( )	( )	( )	( )	( )
d.			( )	( )	( )	( )	( )

(9) Please indicate any academic training, individual research, or special study in citizen participation which you have done (such as term paper, college course, special problem, thesis, etc.).

a. _____

b. _____

c. _____

d. _____

(10) Please check (✓) the appropriate responses to these questions regarding the following citizen participation tasks.

Task	A. Given that all tasks can never be given equal emphasis, please rate this task into one of the following groups of importance.					B. Have you ever been responsible for this task?		If yes to column B, then how successful do you feel you have been in performing this task?				
	No Importance	Minor Importance	Medium Importance	Major Importance	Don't Know	Yes	No	poor	fair	good	excellent	don't know
a. organizing citizen advisory groups	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
b. writing study reports	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
c. writing pamphlets, newsletters, etc.	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
d. developing audio/ visual materials	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
e. presenting audio/ visual materials	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
f. organizing public meetings	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
g. conducting public meetings	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
h. notifying media by telephone	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
i. writing press releases	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
j. holding press conferences	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
k. conducting community services	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
l. enlisting volunteer community help	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )
m. other (specify)	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )	( )

(11) In your experience, have you ever encountered limitations in accomplishing the degree of citizen participation that you felt appropriate? (check (✓) response)

( ) yes ( ) no

If yes, what are these limitations? (check (✓) as many as apply)

( ) a. availability of financial resources

( ) b. number of staff available

( ) c. attitudes of colleagues

( ) d. others (please specify): _____

_____

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(12) Please indicate the response which most closely reflects your personal view of each of the following concepts regarding citizen participation. (check (✓) one for each)

	Agree Strongly	Agree	Don't Know	Disagree	Disagree Strongly
a. open planning process in full public view	( )	( )	( )	( )	( )
b. citizen involvement in all aspects of planning process	( )	( )	( )	( )	( )
c. identification of specific "publics"	( )	( )	( )	( )	( )
d. involvement of special interest groups	( )	( )	( )	( )	( )
e. involvement of elected officials	( )	( )	( )	( )	( )
f. clear identification of issues	( )	( )	( )	( )	( )
g. clear perceptions of issues and impacts by citizens	( )	( )	( )	( )	( )

(13) There exists within the planning profession a wide difference of opinion on the usefulness of citizen participation in the planning process. Which of the following most closely reflects <u>your personal view</u> about citizen participation in general? (check (✓) response)

( ) a. never useful

( ) b. sometimes useful

( ) c. usually useful

( ) d. always useful

( ) e. don't know

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(14) Age: _____years

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(15) Sex: ( ) Male ( ) Female

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(16) Income Level:

( ) a. less than $10,000 per year

( ) b. $10,001 - $15,000 per year

( ) c. $15,001 - $20,000 per year

( ) d. greater than $20,000 per year

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(17) How long have you lived in the region covered by your current (or most recent) citizen participation activities? (round to nearest year, using "0" if less than 6 months)

_____years

APPENDIX B

OUTLINE FOR COURSE IN "CITIZEN PARTICIPATION: THEORY AND PRACTICE"

General Course Texts

- Environmental Protection Agency. Public Participation Handbook for Water Quality Management, Washington, D.C., 1976.

- Pierce, J.C., and H.R. Doerksen. Water Politics and Public Involvement, Ann Arbor Science Publishers, Inc., 1976.

History and Theory of Citizen Participation

Prior to addressing the various techniques for implementing meaningful citizen participation, it is necessary to consider the entire phenomenon of citizen participation in governmental decision making itself. It is essential to study the historical aspects of the citizen's role in planning and decision-making and how that role has evolved up to its present state. Once this is understood, it is then necessary for future practitioners to become familiar with ideas regarding the process as they will affect experiences in real life situations.

Lecture Themes

1. Historical perspective
2. Theoretical background
3. Institutional and legislative context

Suggested Readings

Arnstein, S.R. "A Ladder of Citizen Participation", JAIP, Vol. 35, No. 4, July 1969, pp. 216-224.

Cook, H.N. "Nourishing Public Participation". Water Spectrum, Vol. 3, No. 3, Fall 1971, pp. 7-9.

Ertel, M.O. and S.G. Koch, 1977. Public Participation in Water Resources Planning: A Case Study and Literature Review. Water Resources Research Center, University of Massachusetts, Amherst, Publication No. 89.

Moynihan, D.P. Maximum Feasible Misunderstanding. New York: The Free Press.

Pateman, Carole. Participation and Democratic Theory. Cambridge, Cambridge University Press, 1970.

Riedel, James A. "Citizen Participation: Myths and Realities". Public Administration Review, Vol. 32, No. 3, May June, 1972.

Sax, J.L. Defending the Environment: A Strategy for Citizen Action. New York: Alfred A. Knopf, 1971.

Wengert, N. "Citizen Participation: Practice in Search of a Theory". Natural Resources Journal, Vol. 16, January, 1976, pp. 23-40.

Citizen Participation Practice

Once students have a grasp of the theoretical background of citizen participation, they should begin to learn the methods and techniques which will maximize the success of actual programs in the field. In addition to suggested readings, extensive use can be made of guest lecturers in this section of the course, in order to give students a chance to hear and question individuals experienced in their respective specialties. This material is expected to make up the major portion of the course.

Suggested Lecture Themes

1. Identification of affected "publics" and interest groups
2. Identification of issues and impacts
3. Efficient use of resources
4. Preparation of materials for public education
5. Use of the media
6. Planning and conducting public meetings
7. Working with citizen advisory groups
8. Use of survey research
9. Writing reports for the public.

Suggested Readings

Babbie, E.R. Survey Research Methods. Belmont, California: Wadsworth Publishing Co., 1973.

Davis, L.N. and E. McCallon. Planning, Conducting, and Evaluating Workshops. Austin: Learning Concepts, 1974.

Dillman, D.A. Mail and Telephone Surveys. New York: John Wiley and Sons, Inc., 1978.

Ertel, M.O. "A Survey Research Evaluation of Citizen Participation Strategies". Water Resources Research, August, 1979.

Ertel, M.O. "The Role of Citizen Advisory Groups in Water Resources Planning". Water Resources Bulletin, December, 1979.

Environmental Protection Agency. Working Effectively with Advisory Committees, Washington, D.C., May, 1977.

Environmental Protection Agency. "Summary of Conferences on Public Information as a Motivator". Boston: Region I Office, November, 1977.

League of Women Voters. "Breaking into Broadcasting", Washington, D.C., Publication No. 586.

League of Women Voters. "Getting into Print", Washington, D.C., Publication No. 484.

People Power: A Conference on Voluntarism. Minneapolis: The Junior League of Minneapolis, Inc., 1974.

Wagner, T.P. and L. Ortolano. "Analysis of New Techniques for Public Involvement in Water Planning". Water Resources Bulletin, Vol. 11, No. 2, April, 1975.

Willike, Gene E. Identification of Publics in Water Resources Planning. ERC-1774, Georgia Institute of Technology, 1974.

Suggested Guest Lecturers

1. An experienced voluntary services coordinator with a knowledge of various community organizations available for volunteer assistance.
2. A public affairs coordinator of a federal agency, such as EPA, who can familiarize students with services and operations of such offices and provide information on the continuing availability of educational materials.
3. A graphics/printing professional who can acquaint students with the various techniques available to maximize appeal and acceptance of public information materials.
4. A news reporter, ideally with both newspaper and radio/TV experience, to acquaint students with effective methods of obtaining meaningful media coverage.
5. An individual with extensive practical experience in directing the public participation activities of a planning program.
6. A private citizen who has actively participated in a citizen advisory group.
7. An experienced survey researcher who can inform students on the fundamentals of survey research and its analysis.

Student Projects

All students should be required to complete a term project geared towards practical experience. Such experience should include visits to agencies conducting public participation programs, attendance at and evaluation of public meetings, and development of sample public information materials. Students should be required to give oral reports on their experiences to the class in addition to submitting written reports.